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means dull, and is undoubtedly a contribution of the highest importance in its field. Such a volume is a positive inspiration to the reader of legal history, who so often has to choose between stupid thoroughness and lively superficiality.

EDSON R. SUNDERLAND.

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GOVERNMENTAL CONTROL AND OPERATION OF INDUSTRY IN GREAT BRITAIN AND THE UNITED STATES DURING THE WORLD WAR. By Charles Whiting Baker. Carnegie Endowment for International Peace. New York: Oxford University Press. 1921. Pp. vii, 138.

On the whole, Mr. Baker's book is a defense of the government's control of industry during the war. Perhaps we are not far enough removed from the events to expect an entirely impartial discussion of such a controversial question. Some students, however, have more nearly approximated this desirable end. The tone of the book is generally temperate and the author is not insensible to the faults of government administration, but there is an evident tendency to subordinate these faults. Most fair-minded people will probably agree with the author that, looking at the broad results attained and bearing in mind the immensity of the problems and the urgency of immediate decisions, the records of government administration in Great Britain and the United States were as good as could have been reasonably expected. This is the author's thesis and is as well supported as it could be in the brief space of 138 pages. The reviewer wonders, however, if Mr. Baker has not exaggerated the opposition to his own views in asserting that the conservative middle classes "are well-nigh unanimous in condemnation of the way the government business was carried on." Does not the sentiment shown in the demand for a return of the railroads to private ownership and for the sale of our government-owned merchant marine to private operators merely indicate a belief that the necessities of war-time and wise policy in peace-time call for quite different programs? One feels in reading the book that the author is rather missing the point of the present popular disapproval of government control of business.

The book is valuable as a summary statement of the development and conduct of government control over industry during the war. There is a brief and interesting chapter on the nature of efficiency and on the difficulty of its attainment by a government. The author then proceeds *seriatim* through a discussion of government control of railways, public utilities, shipping, labor, capital, food, and fuel, and concludes with very brief chapters on the extension of government control in peace-time and the conflict between the executive and legislative branches of government. For the general reader, perhaps, the value of the book is enhanced by the omission of many details which would be desired by the more serious student.

For the student who is interested in government administration during this period, not so much for its own sake as for the principles of adminis-

tration which it may yield and for the light which it may throw on the normal peace-time relation of the state to industry, the book will be less satisfying. Without criticising the author for writing a book with another purpose, it may be suggested that what is now needed is a study of government administration of war activities in general from this latter point of view—a book undertaken in a sympathetic mood, giving full credit to the men who gave their best efforts to the successful prosecution of the war, but concerned primarily with distinguishing between the principles of administration which were shown to be valid and those which were shown to be fundamentally unsound.

*University of Michigan.*

C. E. GRIFFIN.

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### BOOKS RECEIVED

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BRYCE, JAMES (VISCOUNT). *INTERNATIONAL RELATIONS*. The Institute of Politics Publications. New York: The Macmillan Co. 1922. Pp. xii, 275.

WILLISTON, SAMUEL. *THE LAW OF CONTRACTS*, VOL. V. Forms, by Clarence M. Lewis. New York: Baker, Voorhis & Co. 1922. Pp. xi, 725.